



# Fiscal Year 2002 Annual Performance Report

## STRATEGIC GOAL 1

### PROTECT LIVES AND PREVENT THE LOSS OF PROPERTY FROM NATURAL AND TECHNOLOGICAL HAZARDS

#### 1. Increase community resistance to natural hazards and prevent future losses from hazards. (M.1.1)

Hazard mitigation involves changing conditions and behavior to protect lives and prevent the loss of property. Reducing the risk of disaster damage through mitigation controls escalating disaster costs to the federal government, state and local governments, the private sector and the public. Disaster resistance thus leads to a more stable economic environment for communities and the nation. FEMA's role is to acquire and share risk management information, and to coordinate and support community efforts to identify and assess potential risk, to develop plans to address the risks, to effectively communicate the risks, and to take action to reduce or eliminate the risks.

FEMA's Hazard Mitigation Grant Program (HMGP) and other mitigation grant assistance programs, such as Flood Mitigation Assistance (FMA), provide for the acquisition and relocation, elevation, or retrofitting of vulnerable properties to reduce the number of structures and lives at risk. In addition, building of "safe rooms" (shelters from high-wind events) protects lives in areas prone to tornados and other wind hazards. FEMA's mitigation grant programs also assist states and communities to protect their infrastructure, such as water and sanitary sewer systems, roads, bridges, culverts, and flood control systems designed to protect critical facilities. Communities are encouraged to enforce building codes that will result in safer construction and to support media campaigns, education, and training events that help community members understand their roles in disaster mitigation. Taken together, these various mitigation measures address all types of hazards, and reduce the impact of both natural and man-made hazards, including terrorist activities.

In FY 2002, FEMA published an Interim Final Rule, *44 CFR Part 201, Hazard Mitigation Planning*, which was authorized by the Disaster Mitigation Act of 2000, and established new criteria for state and local hazard mitigation planning. With this emphasis on mitigation planning, many communities will be better positioned to develop proposals for cost-effective

"brick and mortar" mitigation projects and activities, such as buyouts and retrofits, and to link pre-and post-disaster mitigation planning and initiatives with public and private interests to ensure a comprehensive, community-based approach to disaster loss reduction. Such decision-making, based on sound understanding of vulnerability to hazards and appropriate mitigation measures, is the best indicator of a successful mitigation strategy that can be sustained over the long-term.

In addition to the HMGP and the FMA program, FEMA mitigation programs also include a leadership role in coordinating the nation's risk reduction efforts under the auspices of the

### Fiscal Year Goal Achievement

	FY 2001 Goal	FY 2001 Actual
Lives at less risk <sup>1</sup>	5,000	11,274
Structures at less risk <sup>2</sup>	2,200	10,528
Infrastructure at less risk <sup>3</sup>	150	305
Communities taking disaster resistance actions	500 increase	520 increase
	FY 2002 Goal	FY 2002 Actual
Lives at less risk <sup>1</sup>	5,000	10,504
Structures at less risk <sup>2</sup>	2,200	4,205
Infrastructure at less risk <sup>3</sup>	150	113
Communities taking disaster resistance actions	500 increase	621 increase

Data Sources: National Emergency Management Information System (NEMIS); NFIP Community Information System (CIS); NFIP Community Master File; Monitoring Information on Contractor Studies System.

<sup>1</sup> **Lives at less risk** means persons who have implemented mitigation measure for their homes leaving them less vulnerable to the effects of disasters.

<sup>2</sup> **Structures at less risk** means structures that have been approved for mitigation measures such as acquisition, relocation, elevation, retrofit, etc., that lessen their risk of damage.

<sup>3</sup> **Infrastructure at less risk** means utilities, water and sanitation sewer systems, roads and bridges, etc., for which mitigation measures were implemented reducing their vulnerability to disasters.

National Earthquake Hazards Reduction Program (NEHRP), the National Dam Safety Program, the National Hurricane Program, the National Flood Insurance Program (NFIP), and the NFIP's extensive flood risk mapping and modernization efforts including its Cooperating Technical Partners (CTP) initiative.

As shown in the table on the preceding page, three of the four elements of the Annual Performance Goal were met in FY 2002. In FY 2001, the first year for this goal, all elements were met. FEMA did not reach the performance indicator set for the number of infrastructure elements protected because states and local communities, which establish mitigation priorities for their jurisdictions, chose to protect more buildings or structures, than infrastructure.

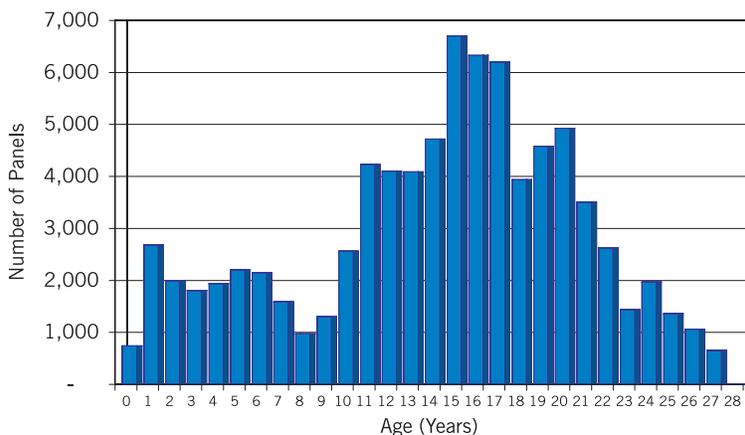
Development in many of the nation's watersheds has caused flood risks to increase over time. Up-to-date and modernized flood hazard maps are critical to reducing future disaster costs. In FY 2002, nearly two-thirds of FEMA's flood hazard maps were older than 10 years, and some 3,000 at-risk areas had never been mapped. The majority of the maps now depict outdated road networks and were prepared using manual carto-

graphic techniques, which makes them difficult for customers to use, and expensive for FEMA and its mapping partners to maintain. The figure below displays the current age distribution for effective Flood Insurance Rate Maps (FIRMs).

FEMA is implementing a modernization plan to update its aging flood map inventory. This involves a multi-year upgrade to the 100,000-panel flood map inventory and an enhancement of products, services, and processes. In FY 2002, reflecting a major appropriation request for FY 2003, detailed planning was completed to assure all elements were in place for a rapid acceleration of the modernization. Moreover, in FY 2002, over 2,500 map panels became effective for more than 450 communities. Additionally, over 2,900 map panels were issued as preliminary maps for over 350 communities. The average age of the inventory however was not significantly affected. Further, through the CTP initiative, partnerships are being formed with communities, states and regional agencies to fully integrate them into FEMA's flood hazard mapping process, making more resources available for flood hazard data collection and mapping efforts nationwide. In FY 2002, FEMA entered into 36 additional partnership agreements across the nation.

Visit [www.fema.gov/fima](http://www.fema.gov/fima) for more information about these programs.

### Age of Effective Maps



Data Source: Flood Map Status Information System

- Flood-Loss Reduction. Collect, validate, and refine building and flood-loss data and confirm that the reduction in estimated losses from NFIP activities exceeds \$1 billion. (M.3.1)**

The impact of flooding, the most destructive natural hazard in terms of economic loss to the nation can be reduced by mitigation measures. These measures are an integral component of the National Flood Insurance Program (NFIP). The NFIP requires local communities to adopt and enforce floodplain management and building ordinances and are a condition for the availability of flood insurance. FEMA activities assure proper building in Special Flood Hazard Areas (SFHAs) and every year help

### Flood Loss Reduction Savings and Projections

	1999	2000	2001	2002	2003	2004
Number of Post-FIRM Structures in SFHAs	2,602,702	2,700,254	2,800,965	2,906,659	3,015,659	3,128,746
Number of Compliant Post-FIRM Structures in SFHAs	2,212,297	2,295,216	2,380,820	2,470,660	2,563,310	2,659,434
Reduction in Average Annual Damages per Compliant Structure	\$420	\$428	\$437	\$446	\$455	\$460
Savings from NFIP Mitigation Requirements	\$929M	\$982M	\$1,040M	\$1,102M	\$1,166M	\$1,223M

Data Source: NFIP Actuarial Information System

individuals and communities completely avoid or reduce the costly impact of flooding. Insurance measures are used to reinforce these requirements. For example, insurance premium rates are set to recognize proper constructions and discourage improper building. NFIP makes available Increased Cost of Compliance coverage to help policyholders cover the costs of rebuilding flood-damaged homes and businesses to meet current floodplain management ordinances. The Community Rating System (CRS) recognizes and encourages community floodplain management and related activities that exceed the minimum NFIP standards. Under CRS, premium insurance rates are adjusted to reflect the reduced flood risk resulting from community and state activities. At the end of FY 2002, there were 959 CRS communities.

In FY 2002, FEMA re-calculated and re-projected loss avoidance achieved through its flood mitigation and insurance efforts. The results indicate that the growth in savings is continuing.

In FY 2002, FEMA also continued an important parallel activity, an evaluation of the NFIP, its impacts, and effectiveness. Study awards were made and the required request to OMB to clear data collection activities was developed.

**3. Flood Insurance Policy Growth. Increase the number of NFIP policies in force by 5 percent, with the active assistance of new and existing program partners. (M.4.1)**

The National Flood Insurance Program (NFIP) helps ensure that the recovery of individuals and businesses suffering flood losses is made possible by insurance as opposed to disaster assistance. This allows those at risk to assume some of the responsibility for their own well being and reduces the burden on taxpayers.



Montegut, LA, October 7, 2002

Montegut remains underwater after its levee broke from the tidal surge brought in by Hurricane Lili. This home was elevated which saved the owners from damage.

PHOTO BY BOB MCMILLAN/FEMA NEWS PHOTO

major flooding event during the first three quarters of the fiscal year. Without such an event, the typical generator of new policies, insured owners continued to drop policies as time eroded their perceived risk, or for other reasons. Revisions to FEMA maps removed the mandatory purchase requirements for a large number of policyholders. Particularly significant was a 13.74% decrease, or 45,464 policies in California. Nearly



Lake McQueeney, TX, July 8, 2002

Many homes along the Guadalupe River have been flooded by the recent rains that dumped over 30 inches of rain in less than six days.

PHOTO BY BOB MCMILLAN/FEMA NEWS PHOTO

A growth goal of a 5% increase, or 217,393 policies, was set for FY 2002. Our actual increase was 42,228 policies, which represents an actual growth rate of only .97%, i.e., 19% of our goal. During FY 2002, through the work of our stakeholders, new business increased nearly 14% with the addition of 598,411 new policies to the NFIP's books. These gains in flood insurance policies, however, were offset by the attrition of 556,183 policies from the previous year's total number of policies-in-force.

While the policy count increased in the early months of FY 2002 due to flooding at the end of the prior year, it did not continue throughout the remainder of the year. Careful analysis of the data seems to indicate that lack of growth can be attributed to the absence of a

major flooding event during the first three quarters of the fiscal year. Without such an event, the typical generator of new policies, insured owners continued to drop policies as time eroded their perceived risk, or for other reasons. Revisions to FEMA maps removed the mandatory purchase requirements for a large number of policyholders. Particularly significant was a 13.74% decrease, or 45,464 policies in California. Nearly 43,300 of these lost policies are seen to be as a result of map changes. Although the goal would not have been met even without these losses, they did impact heavily on program growth.

FEMA has initiated several activities to address the disappointing growth. In FY 2002, we reached out to stakeholders in a forum to get fresh ideas about what we can do, both from a tactical and a strategic standpoint, to increase NFIP policy sales. Joining us were agents, representatives from insurance companies and the lending industry, as well as other federal agencies, to discuss how to improve compliance with mandatory flood insurance requirements as well as increase voluntary flood insurance purchases.

Among other specific actions taken, FEMA changed the strategy for television advertising from awareness to response-oriented. Marketing and public awareness campaign activities included:

- Distribution of Spanish-language radio public service announcements to Hispanic radio stations across the U.S. and Puerto Rico;
- Outreach to meteorologists, weather forecasters, and other media representatives encouraging them to educate their audience regarding flood insurance;
- Television advertising on national cable networks and broadcast news programs with more spots aimed at prime time;

- Direct mailings to approximately 160,000 insurance agents and 1.4 million consumers in 32 markets prone to hurricanes and tropical storms; and

- Re-opening of a co-operative advertising program for insurance agents.

Further, we have initiated new Web-based capabilities and partnerships to improve agent training which is known to help policy sales. New reports have been developed for the *Write-Your-Own* (WYO) insurance companies to assist in their marketing and help identify sales prospects.

In addition, FEMA continued its focus on policy retention including:

- Revising financial incentives for the WYO companies and providing them with more information useful in retaining business; and
- Encouraging policy retention through public relations activities in connection with major flood anniversaries, e.g., news releases were issued in Texas and Louisiana in connection with the one-year anniversary of Tropical Storm Allison, and news conferences were conducted in Norfolk, Virginia and Kinston, North Carolina in connection with the three-year anniversary of Hurricane Floyd.

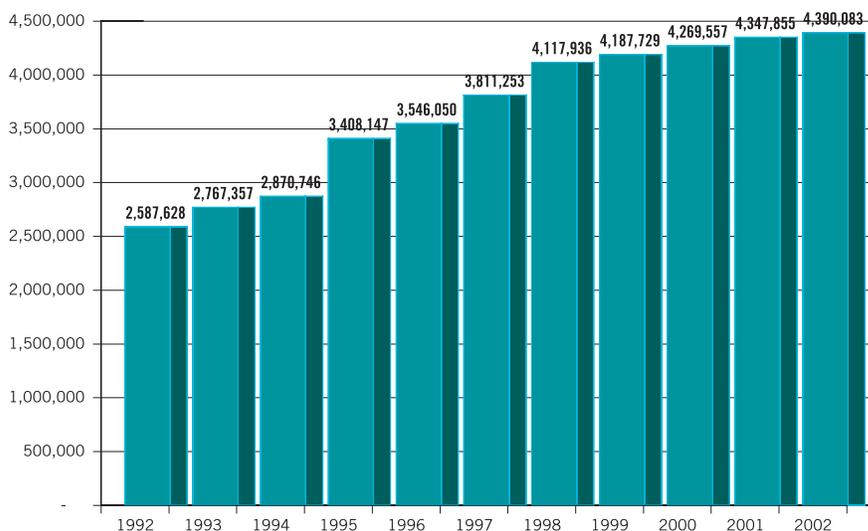
FEMA is also working to send a clear message to the public when map revisions occur by reminding people to keep their flood coverage even though their property has been remapped into a less hazardous area. The message is being delivered in correspondence and by all of the FEMA regional offices. This, combined with advance notification to the WYO companies of areas where major mapping changes are to occur, will help to keep some of the policyholders who might otherwise cancel their coverage.

To achieve its growth goals in FY 2003 and beyond, FEMA will be working to further reinvigorate its marketing and advertising campaign. FEMA will be developing a fresh campaign with a paramount objective to increase the number of NFIP policies by motivating consumers to buy National Flood Insurance and policyholders to renew their policies.

**4. Repetitive Loss, Subsidy Reduction, and Operations Modernization: Improve the “bottom line” or combined loss and expense ratio by 1%. (M.5.1)**

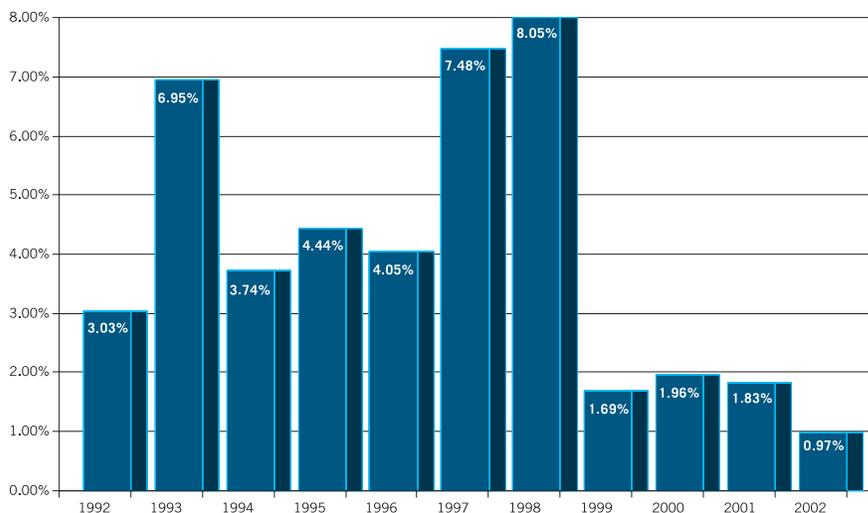
The long term success of the National Flood Insurance Program (NFIP) requires that it be

**Policy Count 1992-2002**



Data Source: NFIP Policy Master File

**Growth Rate 1992-2002**



Data Source: NFIP Policy Master File

financially sound. In FY 2002, the combined loss and expense ratio improved from the 112.4% baseline established in FYs 2000 and 2001, to 113.6%, thereby exceeding the 1% improvement goal. This was made possible by the significant accomplishments in the activities described below.

■ *Repetitive Loss*—There are approximately 45,000 insured repetitive loss properties. FEMA has determined that they have a hugely disproportionate impact on the NFIP, generating about 30% of the losses and costing almost \$200 million in the average, historical loss year. To decrease program expenses, FEMA moved a target group of about 11,000 repetitive loss policies to a central servicing facility in order to provide closer oversight of any new claims and to facilitate coordination with the mitigation initiatives. Loss history information on these and other NFIP Repetitive Loss Policies/ Properties is made available to state and local governments to encourage them to target those properties for flood loss reduction actions when FEMA's HMGP or FMA funds are available. In total for FY 2002, 168 target group policies were identified for mitigation actions such as property acquisition, relocation, elevation and flood-proofing using grant funds and, where applicable, Increased Cost of Compliance insurance claims payments.

■ *Subsidy Reduction*—In FY 2002, FEMA performed analyses in support of proposals contained in the FY 2003 budget. Other proposals addressing the NFIP subsidy and repetitive loss properties contained in the budget submission were not enacted. However, even without authorities to promulgate more dramatic changes, FEMA continued to make progress within existing authorities changing rates and achieving modest reductions in the level of subsidy. Revenue generating rate adjustments were also made to address erosion related flood losses and to reflect changes in expected losses indicated by the annual review of underwriting experience.

■ *Operations Modernization*—FEMA continued work to modernize the operations of the NFIP by incorporating state-of-the-art business practices and technologies that assure operating integrity, cost efficiency, and customer-service standards are met or exceeded. In FY 2002, FEMA continued to focus on the development of an e-commerce architecture to facilitate the processing of flood insurance for the NFIP. FEMA



Point-Aux-Chenes, LA, October 7, 2002

This small fishing community was hit hard by a seven foot tidal surge that accompanied Hurricane Lili.

PHOTO BY BOB MCMILLAN/FEMA NEWS PHOTO

continues to work with the *Write-Your-Own* companies and their vendors to further refine the design of this architecture with cooperative, joint working groups established for underwriting, claims, financial management, marketing, communications and training and information technology. Currently, FEMA estimates a 4-year implementation period for the systems modernization effort. FEMA has contracted for the necessary staff and incidental resources through this 4-year period for the systems engineering management support required to assure delivery of a quality “NFIP e-government” implementation, on time and within budget.

## 5. State, Tribal, Local, and Private Sector Preparedness

**Capability. Provide federal, state, tribal, local, and private sector partners with the tools to improve their knowledge, skills and abilities in all phases of comprehensive emergency management (preparedness, mitigation, response, and recovery functions). (P.1.1)**

Prior to FY 1997, emergency management officials lacked a common automated format for self-assessment whereby states, local jurisdictions and Indian tribes could evaluate their emergency management capabilities. The Capability Assessment for Readiness (CAR) process provides an all-hazard approach to an evaluation process based on 13 emergency management functions. The value to the public is that emergency managers have a tool that will assist them in assessing their readiness, identify critical deficiencies, and develop the capabilities to effectively prepare for, respond to, and recover from disasters.

In FY 1997, FEMA and the National Emergency Management Association (NEMA) joined in a collaborative effort to develop the state CAR. All 56 states, territories, and insular areas participated in CAR assessments in FY 1997 and 2000. In FY 2002, a CAR for local jurisdictions (cities and counties) was developed by FEMA with assistance from the International Association of Emergency Managers (IAEM). The local CAR is currently available to local jurisdictions on a FEMA Web site. In addition, FEMA has worked closely with the National Congress of American Indians (NCAI) to develop a tribal CAR because tribes face the same disaster threats as state and local governments. The tribal CAR has been developed and will be distributed to approximately 550 tribes before the end of this calendar year.

## Emergency Management Institute Training

	# Resident Offerings	# Students	# Independent Study Enrollments
FY 1999	223	6,507	59,433
FY 2000	255	6,990	71,227
FY 2001	260	8,208	83,105
FY 2002	334	8,612	148,043

Data Source: EMI Admissions Data Base

FEMA has involved partners in the development and acceptance of the CAR assessments. FEMA also has received input from the National Association of Counties (NACo), the National League of Cities, the Conference of Mayors, and the International City/County Management Association.

FEMA plans to review the state CAR in FY 2003 to determine whether it is still viable. The National Association of Emergency Managers and the Council of State Governments has developed an Emergency Management Accreditation Program (EMAP) that has been widely accepted by the states. We will try to merge the state CAR with the EMAP process.

Training is an important component of developing and sharpening capabilities. FEMA's Emergency Management Institute (EMI) in Emmitsburg, MD, provides performance-based emergency management training to assist at the federal, state, local, and tribal level in the development and maintenance of emergency management knowledge and skills. While training does not guarantee efficient and effective emergency management decision-making and operations, lack of training can result in uncoordinated operations and unnecessary death, injury, and damage to property and the environment.

Training ultimately achieves its goal when course participants use what they learned to improve performance on the job. A follow-on survey instrument is sent to each EMI resident student three months after completion of the course. Surveys returned by EMI participants continue to support the value of the training opportunities. Seventy-one percent reported that they are already using the instruction either in their day-to-day jobs or on emergency assignments. Twenty-six percent reported they had not yet had the opportunity to use the instruction, but expect to. Only three percent stated the instruction was not applicable or being used. While there are no specific benchmarks to apply our results, we believe they are excellent given the nature of the work by emergency man-

agers at the federal level. In some cases, no opportunity means that the participant hasn't experienced an emergency/disaster assignment for which he/she could apply the EMI training.

In FY 2002, EMI delivered 334 resident courses to 8,612 students. This was 1,812 students and 74 course offerings above the estimated goal. A record number of 148,043 students enrolled in distance learning courses. This increase above the 75,000 estimate demonstrates the value of non-traditional course delivery to meet the complex schedules and varied locations of the participants.

EMI conducted 219 of the estimated 400 Conference and Training Center (CTC) activities. Only 54% of the projected 400 activities were conducted at CTC due to the closing of Buildings 430 and 411 from October 2001 to March 2002 to accommodate Continuity of Operations (COOP) and Emergency Support Team (EST) activities for the agency as a result of September 11th response and recovery efforts. In contrast, we had a 100% increase in the projected number of students enrolled in distance learning courses. The resident program reflected a 27% increase in the projected number of students and course offerings.

■ *Illustrations*—We anticipate the estimated number of resident activities and participants at EMI and CTC will remain about the same. With increased emphasis on distance learning delivery, that number will continue to grow within funding limitations.

### 6. Regional Office Support to State and Local Capability. Continue to support FEMA's emergency management mission at the regional level to build state and local emergency management capability. (P.1.2)

**FEMA Region I** provided technical assistance and information resources to emergency management leaders, and educational systems supporting the six New England states. A workshop for 30 state and local officials was held to explain the benefits of using the Hazards U.S. (HAZUS) model. As use of this model grows

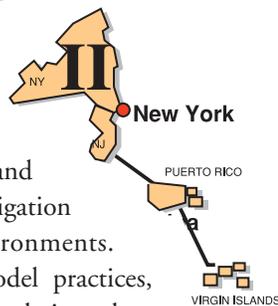


in future years, more and more communities will be better able to understand the risks faced by their communities, and thus be better able to prepare for future disasters. Region I developed an informational CD for local officials providing valuable information needed in preparing for and responding to a hurricane, and 4,500 copies of this CD will be distributed in FY 2003. The New England states have been extremely fortunate to have very little recent occurrences of the devastating hurricanes that have slammed the region in the past. This CD will assist state and local governments to better prepare for the serious hurricanes that might eventually occur.

Region I conducted a series of workshops for state, local, and tribal governments as well as other federal agencies on such topics as Coastal Construction Techniques, and Mitigation Activities and Practices. These workshops assist all levels of government to work as partners in reducing future losses. Region I has developed a five year plan to test the terrorism preparedness plans of federal, state and local government and then build on this in future years to include work with FEMA Region II, the Canadian Provinces which border New England, and businesses and private industry. In FY 2002, this activity focused on planning conferences. In future years we will follow up with exercises and workshops. Region I has begun a two-year effort to develop a comprehensive integrated Geographical Information System (GIS) based inventory of chemical, biological, radiological infrastructure and demographic databases within one single computer system. The first phase of this project, the integration of the consolidated databases into Computer Aided Management of Emergency Operations (CAMEO) is now underway.

**Region II** planned and hosted an

Urban Hazards Forum for representatives from the private, academic and public sectors, aimed at stimulating an exchange of ideas, policy needs and further research to identify mitigation opportunities in urban environments. Through the development of model practices, planning guidelines, and recommendations, key decision-makers will be better prepared to take actions to protect the public and mitigate loss of life and property. With the successful completion of the Forum, and the draft Forum report currently under FEMA review, the project is 95% completed. The final report will be disseminated on the Web site established by the Forum co-sponsor, John Jay College of Criminal Justice, in time for the second Urban Hazards Forum, to be held in January 2003.



The retrofit of a vehicle to include operational facilities, equipment and full communications capabilities, will enable Region II to deploy key staff while remaining operational in emergencies, particularly those which require immediate relocation of personnel from the Regional Operations Center. This capability will significantly expedite the provision of assistance to the public in time of crisis. Completion of the project was delayed to provide an opportunity to enhance the vehicle beyond our initial objectives. GSA is in the process of soliciting and selecting a contractor to build the vehicle to the enhanced specifications, and completion is projected in March 2003. Although the project is estimated 50% complete, the upgraded design will significantly improve the operational capability of the vehicle.

**Region III** has embarked on a project to improve on FEMA's HAZUS software that has been created with default, generalized datasets for the entire nation. The current software provides reasonable results for potential disaster scenarios,



given the inputs, but to improve on the results, better data is needed, which is the purpose of the soils mapping and building stock inventory.

This project is creating a map of the soils in the Wilmington, DE area to define for the first time the depth to bedrock, the sediment thickness, a soil classification map and a liquefaction hazard map of the Wilmington area, all in digital form. In addition to the soils, the building stock identified by the Census Bureau is being examined for accuracy to provide a baseline for hazard modeling. This project will be valuable to the Wilmington public by creating a qualified model that will be available to run various disaster scenarios to make predictions of damage to buildings and infrastructure. This information with graphical output can be distributed to inform people at risk and be the basis for mitigation planning and insurance campaigns.

Significant achievement was made in FY 2001. The depth to bedrock map is complete. Progress on the other maps is at 25% completion. The building stock evaluation has not begun, but the project remains on track for completion by September 30, 2003.

An earthquake retrofit initiative was proposed for the Wilmington Emergency Services Building to mitigate the risk of an operations stoppage within due to an earthquake. It is intended to serve as a showcase within the city of simple interventions that can be taken to reduce risk from hazards, specifically an earthquake in this case. The concept was well received at a meeting to coordinate with the City Emergency Services Department, and there was commitment from the city to move forward with the project. The project is 10% complete, and remains on track for completion by September 30, 2003.

A seismic risk outreach project is intended to communicate with Wilmington, DE area earthquake risk-to-risk management audiences and then through these groups to the general public and businesses, to raise the level of awareness that Wilmington is in a moderate earthquake zone and, given the old building stock, is highly vulnerable to even a mild earthquake. Region staff met with the City Emergency Services Department, Delaware Emergency Management Agency, and Wilmington Project Impact. The concept was well received and there was commitment from all three groups. The project is 10% complete, and remains on track for completion by September 30, 2003.

**Region IV** made extensive plans to host a “Southeastern Public Safety Leadership Summit” to build and enhance the relationship between the First Responder and Emergency Management communities. Invitees will include representatives from each of the following entities:



- Governor’s Office;
- State Attorney General’s Office;
- Homeland Security;
- Emergency Management;
- Fire Marshal;
- State Law Enforcement/ Public Safety; and
- a State Medical Official.

The public will directly benefit by all the attendees working together to network valuable information pertaining to the implementation of federal, state and local emergency plans in the event of a weapons of mass destruction incident in Region IV. By drawing on the expertise of the federal and state participants at the symposium, Region IV state and local governments will be better prepared to implement their respective plans and procedures. The Summit was to be held during FY 2002 but had to be postponed until the 2nd quarter of FY 2003.

**Region V** is creating a product for display on an Internet Web site that will provide an interesting format for informing/educating the public about FEMA’s grant program activities in all six Region V states. The proposed product will also benefit FEMA (Federal Insurance & Mitigation Division, Public Assistance program, and Individual Assistance program), state Emergency Management Agencies, and state Floodplain Management Agencies by providing them a ready source of information to aid in compliance and monitoring activities.



The Web site will showcase the positive effects mitigation can have on governments, communities and individuals, will describe various types of projects, and will use high-impact graphics to display their locations. Through demonstration we hope to empower people to take actions to reduce or eliminate the risks they face and motivate them to achieve disaster resistance. Through the use of success stories, the public will gain knowledge that will assist them in replicating these activities in their community. Use of current Internet technology will also

provide a platform that will speed delivery of documents to target applicants and provide convenience of online access to a wide audience, allow the end-users to reproduce the downloaded documents in whatever quantity they require, provide electronic archive of the documents, and ease of retrieval. To complete this goal, we will develop one Web page each year until all 6 pages are completed.

**Region VI** contractors facilitated a training session on terrorism response and conducted a table-top exercise for state and local communities in four of the five Region VI states (the fifth state rescheduled because of the West Nile Virus). Emergency responders and government officials now have a better understanding of the Federal Response Plan as it relates to terrorism, the state’s capabilities and procedures in terrorist incidents, and the integration of local response and decision-making. The region accomplished 85% of our goal in this fiscal year. Materials and plans are developed to conduct the program in the fifth state in December 2002. Region VI also conducted two additional training/exercise programs in January of this year that were rescheduled from FY 2001 because of the events of September 11th.



**Region VII** offered a one-day workshop titled *Evaluating Tornado Refuge Areas in Schools* to representatives from school districts within the region. Region VII has contracted with Kansas State University to deliver the one-day workshops.



The workshop will provide the expertise and tools needed to evaluate potential tornado refuge areas (areas used as evacuation areas during tornado events) and select the best alternative(s). The evaluation is a multi-hazard approach that considers wind, flood, and seismic hazards, and is based on the refuge area evaluation that is included in *FEMA 361, Design and Construction Guidance for Community Shelters*.

Region VII clients have increased the number of shelters and heightened the awareness among design professionals, school administrators, and emergency managers of the value of adequate tornado refuge areas. Over 8,033 school children were provided near absolute protection by constructing tornado shelters, surpassing the goal of Performance Indicator 1 by 236.3%. From an indirect measure supporting this indicator, the region can report a 105.0% increase (from a baseline of 27 to 42) in the number of schools that have approved funding from FEMA for tornado shelters.

Performance Indicator	Baseline	Goal	Accomplishment
1. School population at facilities with tornado shelters meeting FEMA's guidance	1,210	3,400	8,033
2. School population represented by attendees at FEMA workshops	239,659	400,000	397,276

While the goal for Performance Indicator 2 was not fully achieved, the measurement does not reflect representation of design and emergency management professionals in addition to representatives from school districts at FEMA sponsored Refuge Area Workshops. Based on attendance from both critical groups the region feels that they have met their objectives of providing the necessary skills to survey existing schools and to build awareness of the value of using FEMA's shelter criteria in designing school facilities. Region VII is planning to conduct additional workshops, contingent on funding, with the objective to reach as many school administrators as possible.

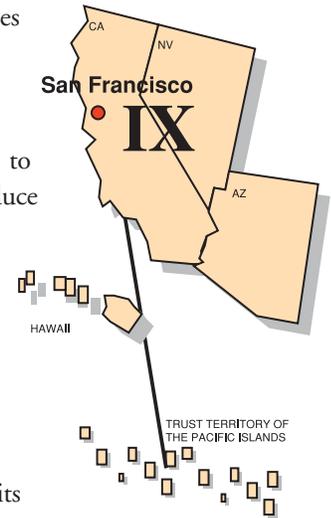
**Region VIII** training staff members, State Training Officers (STOs) from Wyoming and Colorado, and individuals selected by the Wyoming and Colorado STOs as future state Community Emergency Response Team (CERT) trainers will participate in a 3-day Train-the-Trainer exercise in Ft. Collins, CO. The course is designed to train the selected participants to a level that will enable them to organize local offerings of the basic CERT course in their own communities. Region training staff members will provide offerings of the basic CERT course to other FEMA region staff members and other agencies at the Denver Federal Center, and will train other federal agency trainers interested in promoting CERT team development within their departments and agencies.



The region continued field delivery of CERT training to one Region VIII tribal reservation, and provided grants to the tribes to obtain contract trainers for tribal trainers to shadow so that the tribal trainers can replicate the training throughout reservation communities.

The project supports President Bush's Volunteer Civil Defense Force development, and provides the opportunity to foster critical linkages between the federal, state and local, tribal, and private sector to reduce losses of lives and property from disasters and acts of terrorism. The region was unable to complete training an in-house CERT team because of time and scheduling issues.

**Region IX** directed its activities toward building state, local, and tribal capability. Specifically, its goal was to improve the capability of its customers to respond to disaster and to reduce the impact of future disasters. Activities included:



- Increasing the HAZUS User Group activity in Region IX states, supporting the Bay Area Earthquake Risk Assessment Project, and providing HAZUS training to its customers; and

- Providing training information and technical assistance to Region IX tribes in establishing an emergency management preparedness and disaster response capability.

HAZUS is a natural hazard loss estimation methodology developed by FEMA in partnership with the National Institute of Building Sciences. Using GIS technology, HAZUS allows users to compute estimates of damage and losses that could result from an earthquake. With Region IX support, the HAZUS User Groups and their activities work toward the creation of state and local mitigation plans as required under the Disaster Mitigation Act of 2000. This mitigation will result in less costs to the Disaster Relief Fund and the taxpayers. To expand the use of HAZUS, the region held one-day meetings in San Francisco and Los Angeles. With respect to the Bay Area Earthquake Risk Assessment study, the regional plan for documenting the study is near completion and its contractor is writing the final version of the documentation. FEMA regional support of this project utilizes Emergency Management Planning and Assistance (EMPA) funds to generate HAZUS runs for the ten most probable earthquake events expected to occur over the next thirty-year period. This will result in increased awareness of the imminent risk of a large damaging earthquake in the Bay area. The project will definitely result in an improved local government capability to do emergency planning based on the scenarios of the project. Further, FEMA regional staff, with contractor support provided by EMPA funds, conducted several trainings for different

skill levels for over 100 HAZUS users during FY 2002. This training will also result in increased performance by local governments in emergency planning capabilities.

In recognition of the vastly increased number of capable users of the HAZUS software, and in light of the imminent creation of user groups in states other than California, the region's success in utilizing EMPA funds for their intended goals is roughly 75%. The states of Hawaii and Nevada have expressed an interest and desire to have the regional office assist them in pilot HAZUS user group meetings in FY 2003. Therefore, with expanded user groups, overall, there will be an increased capability for the region's state and local partners.

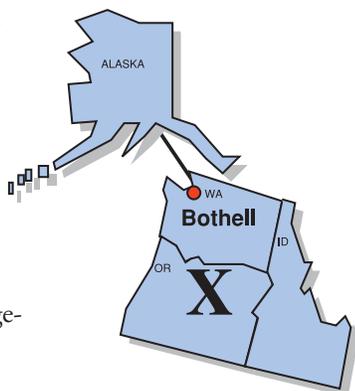
The region has utilized many resources in the past several years to improve the emergency management capability of tribal governments. This tribal project using EMPA funds will provide the Pyramid Lake Paiute Tribe with the tools necessary to protect its people and its lands, which include focal points where accidents, disasters, and terrorism can have major impacts on the tribe and the surrounding communities of Reno, Fernley, and Naval Air Station Fallon, all in Nevada. One section of this project will result in the development of an Emergency Operations Plan for the tribe. The second aspect of this project will involve the coordination with a consultant to conduct an assessment of the tribe with respect to emergency response area, weaknesses, and focal points on the tribal reservation. Once this project is complete, the region is confident that the emergency management capability of this tribe will be enhanced significantly.

This contract to perform this tribal activity was only recently approved by FEMA. Therefore, there is a delay in commencing the project. There have been several leadership changes within the tribal government which have also caused this project to be delayed. Therefore, any reporting on this project under GPRA umbrella will occur in FY 2003. The region has not achieved this measure but expects to in the first quarter of FY 2003.

The region feels that it has partially met its goal of building state and local capability. They have not fully met their goal because Hawaii and Arizona have yet to join the HAZUS Users Group, and because of the delays in the tribal area. They anticipate meeting their goal during FY 2003.

**Region X** developed three outreach products:

- A 72-page *Tribal Resource Guide*, outlining important information valuable to tribes, states, and federal agencies, including critical emergency management resources;



- A guide for local officials, outlining land-use concepts that incorporate prudent property protection safeguards for new developments; and

- A publication made available to potential employees to ensure a heightened state of readiness and diversity within the FEMA regional disaster workforce.

The region conducted four major outreach efforts to target audiences: (1) they conducted the FEMA Tribal Workshop with the theme, "Protecting our Way of Life through Strong Partnerships." Representatives from 29 tribes attended the workshop, along with representatives from state and federal organizations and U.S. congressional state and district staff. The goal of the workshop was to raise the emergency management capability of tribes; (2) through the University of Washington, Burke Museum, they participated in the dissemination of scientific and general seismic information to the general public; (3) through the Municipality of Anchorage, AK, they supported the conduct of a citizen-focused outreach effort providing citizens with guidance and training for measures to take following disasters and emergencies. The program is being enhanced to become a model Citizen Corps community and has been shared with all Region X states and communities; (4) they supported, assisted in developing, and participated in a critical infrastructure preparedness conference and exercise in Welches, OR, which resulted in enhanced coordination of key federal, state, local, international, and private-sector partners.

Continued achievement of this goal has resulted in increased collaboration among all the various local, state, tribal, and federal organizations involved in homeland security efforts. Beyond FY 2002, Region X will continue the collaboration, exchange of key emergency management initiatives, understanding of collective roles in homeland security, and enhanced coordination of homeland security assets and efforts during future response activities.

#### 7. **Communication. The United States Fire Administration (USFA) supports the reduction of the loss of life from fire-related incidents (1998 Baseline: 4,500) (P.3)**

Each year fire kills more Americans than all natural disasters combined. The annual impact of fire includes over 4,000 deaths, more than 22,000 injuries, and direct property losses in excess of \$11 billion.

In response, USFA has developed a series of operational objectives that target the nation's high-risk groups and communities. The USFA continues to focus on children ages 14 years and younger, adults ages 65 and older, and firefighters. To maintain this focus, USFA conducts national fire service training programs to enhance the effectiveness of the nation's fire and emer-

## USFA Publication Outreach

FY 1998	1,647,375
FY 1999	1,780,771
FY 2000	2,624,158
FY 2001	4,214,640
FY 2002	4,126,445

Data Source: Publications Ordering Management System

## Fire Academy Training Opportunities

	Participants by year	Course deliveries
FY 1998	48,612	1,150
FY 1999	52,600	1,182
FY 2000	39,273	1,163
FY 2001	50,810	1,617
FY 2002	80,397	1,697

Data Source: NFA Admissions Database

gency response personnel, and has partnered with other federal agencies, national fire service organizations, state and local fire service training agencies, and colleges and universities. Through these partnerships, USFA continues to leverage resources and develop strategies that promote safety and health for the nation.

During FY 2002, USFA disseminated 4,126,445 publications to the general public, private industry, and federal, state and local governments. There were also 2,894,475 Web site visitors. Likewise, the National Fire Academy (NFA) delivered 1,697 courses to 80,397 students nationwide. Based on evaluations completed by supervisors, overall NFA training has improved participant job performance which has far reaching benefits. Eighty-three percent of the supervisors who responded think that their participant/ subordinate's job performance was improved as a result of NFA training. While only 54% indicated they thought their community's fire-related risks had been reduced as a result of the training, 81% of those same supervisors indicated that the training would improve their departments' performance in the future.

USFA continues to partner with various federal agencies, national fire service organizations and other entities to address common goals and objectives that contribute to the achievement of USFA's mission. Presently there are 27 active Memorandums of Understanding/ Memorandums of Agreement (MOU/MOAs). Three new agreements were negotiated during FY 2002, and 24 of the agreements negotiated in previous years have continued. New agreements are in the areas of

## The National Fire Problem

Year	Fires	Civilian Fatalities	Civilian Injuries	Dollar Loss	Firefighter Fatalities
1991	2,041,500	4,465	29,375	\$10,906,000,000	109
1992	1,964,500	4,730	28,700	\$9,276,000,000	75
1993	1,952,500	4,635	30,475	\$9,279,000,000	77
1994	2,054,500	4,275	27,250	\$8,630,000,000	104
1995	1,965,500	4,585	25,775	\$9,182,000,000	96
1996	1,975,000	4,990	25,550	\$9,406,000,000	95
1997	1,795,000	4,050	23,750	\$8,525,000,000	94
1998	1,755,500	4,035	23,100	\$8,629,000,000	91
1999	1,823,000	3,570	21,875	\$10,024,000,000	112
2000	1,708,000	4,045	22,350	\$11,207,000,000	102
2001*	1,734,500	6,196	21,100	\$44,023,000,000	441
2001	WTC	2,451	800	\$33,440,000,000	343

\*Includes the World Trade Center (WTC) Data.

Data Sources: National Fire Protection Association; National Fire Information Reporting System

public fire education (partners are the Consumer Products Safety Commission and the Centers for Disease Control); efficient traffic flow and safer emergency responder operations on our nation's highways (partner is Department of Transportation, Federal Highway Administration); and office space for a new wildfire position to be located in Boise, ID (partners are the United States Department of Agriculture, Forest Service and Bureau of Land Management).

The FY 2002 wildfire season was the most devastating in the nation's history. The average loss over a ten-year period is 3 million acres annually. In FY 2002 alone, over 6.5 million acres and over 1,700 structures were destroyed. During this season, USFA staff were assigned to the National Interagency Fire Center (NIFC) in Boise, ID, to participate and coordinate USFA mission and objectives. USFA was able to provide technical assistance to the firefighting agencies in solving equipment requests. At the peak of this fire season, USFA was instrumental in fostering the partnership between the federal agencies responsible for wildfire containment such as the U.S. Department of Agriculture, Forest Service, Bureau of Land Management, Bureau of Indian Affairs, U.S. Park Service, U.S. Fish and Wildlife Service, and the National Association of State Foresters. On behalf of FEMA, USFA provided technical assistance for the first phase of training of structural firefighters in wild-land fire certification. A permanent position has been established at NIFC to continue the efforts, which began in FY 2002.

In FY 2002, USFA successfully awarded competitive grants to more than 2,755 rural, urban, and suburban fire departments across the country worth approximately \$171 million. USFA awarded nearly \$335 million in Assistance to Firefighter grants by the end of calendar year 2002, and estimate that approximately 5,500 grant awards



College Park, MD, January 25, 2002

FEMA Director Allbaugh visits the Maryland Fire and Rescue Institute for a fire exercise.

PHOTO BY MICHAEL CONNOLLY/FEMA NEWS PHOTO

will be made. Over 19,500 grant applications were received. Of this number, 99.9% were received online—an enormous e-grant success. Evaluation of the applications was based on a peer review of the financial need and cost benefit for those applications that best conform to established funding priorities. Grants were awarded for fire operations and firefighter safety, fire prevention, emergency medical service, and firefighting vehicles.

Early indications of the results of the 1,855 awards made in FY 2001 are extremely positive. Grantees in the equipment, training and wellness categories were asked to provide FEMA/USFA with comments about their results. Some typical comments were:

- “We received a ‘9’ fire rating from (the) Rating Bureau for a 10 mi. radius of our first fire station. This would not have been possible without a FEMA Grant.” And, “because of the additional equipment received, we will be going for our ISO rating reduction to a 6 from a 7/9.”
- “...through the program we were able to strengthen our wild-land units so we could attack wild-land fires with enough manpower to keep them to a minimum habitat loss. So far the largest wild-land fire has been 250 acres.”



College Park, MD, January 25, 2002

FEMA Director Allbaugh visits the Maryland Fire and Rescue Institute for a fire exercise.

PHOTO BY MICHAEL CONNOLLY/FEMA NEWS PHOTO

■ “The (department) had little equipment with which to fight fires...no hand tools or other equipment to effectively bring a fire under control. The tools and equipment helped us achieve a higher level of firefighter safety. The grant also helped us achieve a class nine rating...which resulted in lower insurance premiums for the district.”

■ “This (communications equipment) has greatly improved fire ground and emergency scene communications. It has enabled us to provide a more organized scene command, because everyone can hear clearly what is being said over our radios without background interference.”

Based on the events of September 11, 2001, and the increase in the loss of life from fire and fire-related incidents, there was a significant increase in the number of requests for NFA training. As residential training was filled to capacity, training delivered through hand-off programs at the state and local level increased by approximately 26% in FY 2002. As a direct result the number of students trained through hand-off delivery programs increased approximately 58%.

**8. National Security Policy, Programs, and Plans. Support the Director of FEMA, the White House, and National Security Council on national security policy, programs, and plans as related to contingency programs, continuity of government, continuity of operations. (P.4.1)**

The Office of National Security Coordination (NS) serves the Director of FEMA, the White House, and the National Security Council by providing planning, readiness and operational support. The Office assists in preserving the Continuity of Government (COG) operations and executive decision-making authority during national security emergencies. The Office, in coordination with other FEMA entities, led an agency-wide Continuity of Operations (COOP) exercise for FEMA Headquarters during November 2001. Operationally, the Office provided analysis and support to FEMA offices, administrations and directorates in the aftermath of September 11, 2001.

FEMA works closely with its federal, state, and local government partners to assure that critical government services at all levels will be met following a national emergency. NS serves as the focal point for FEMA activities related to national security matters. Among the most important NS customer service activities are those in training, workshops, exercises, guidance, and planning. NS ensures that these activities are coordinated within FEMA and appropriate Executive Branch organizations and are uniform and consistent with national security policy and FEMA positions on all-hazards initiatives. In support of this goal, NS conducted seven COG and COOP training sessions during the year. More than 90% of the over 200 participants returned customer satisfaction surveys and rated the sessions as satisfactory, thus meeting NS's goal.



FEMA's publications warehouse contains books, pamphlets, CD-ROMs and videos on a wide range of emergency preparedness topics. Publications are aimed at both professionals and the general public. Resources designed specifically for children are also available.

PHOTO BY BILL RECKERT/FEMA NEWS PHOTO

Three questions from surveys of past years were utilized in the surveys to insure consistency in the measurement tool.

In addition to meeting its customer service goals, NS exceeded its goal to provide its customers with at least five, researched, emergency-preparedness publications:

- *FEMA Headquarters Continuity of Operations Plan*
- *Draft Federal Preparedness Circular on Vital Files, Records and Databases*
- *Draft Federal Preparedness Circular on Federal Executive Branch Warning and COOP Activation*
- *Draft Federal Preparedness Circular on Interoperable COOP Communications*
- *Update of the Office of National Security Continuity of Operations Plan*
- *Draft After-Action Report on FEMA Headquarters COOP Rotations*
- Several classified communication, evaluation, operations and contingency plans.

**9. Safety and Security. Determine proactively the internal and external requirements for a secure, safe, and healthy environment for FEMA and its emergency management partners preparing for disasters and at disaster facilities. (P.5.1)**

The Facilities Management and Services Division manages and supports the operation and maintenance of all FEMA facilities for three business lines: (1) property management; (2) facility support services; and (3) safety and security.

The Safety Section conducted facility inspections to identify safety deficiencies. The deficiencies were corrected to eliminate resultant safety hazards. During FY 2002, safety hazards were eliminated at 16 FEMA facilities at a total expenditure of approximately \$1.1 million.

The Security Section conducted risk assessments to ensure that FEMA facilities were protected in accordance with Department of Justice Level IV security standards. During FY 2002, risk assessments were conducted on four Regional HQ facilities: (1) Chicago, IL;

(2) Denton, TX; (3) Denver, CO; and (4) Oakland, CA, and the National Emergency Training Center in Emmittsburg, MD.

As a result of the events of September 11, 2001, resources were expended to ensure that FEMA facilities are protected in accordance with the Homeland Security Advisory System Threat Condition. This system provides a comprehensive and effective means to disseminate information regarding the risk of terrorist attacks. The Safety & Security Branch will continue to evaluate and monitor the safety and security posture of all FEMA facilities to ensure a safe, healthy, and secure environment for FEMA and its emergency management partners.

**10. Emergency Food and Shelter. Continue to support and fund the National Emergency Food and Shelter Board in the effective provision of grants to providers of emergency food and shelter. (P.6.1)**

The Emergency Food and Shelter (EFS) program provides supplemental funds to local, non-profit, faith-based, and government agencies to assist in efforts to address homelessness and hunger throughout the country. The EFS National Board program focuses solely on non-disaster emergency financial assistance in jurisdictions that have the greatest economic need due to high unemployment and poverty rates. With limited resources available to assist people in financial crisis, the program is considered by most agencies to be an “emergency safety net” for the thousands of people who are homeless or hungry. These funds are often the only funds available to prevent homelessness and hunger in thousands of communities nationwide.

This annual goal has been met with 100% success. FEMA allocated the funds to the National Board within 30 days of receiving them. The program has funded 11,000 non-profit and local government agencies in 2,500 counties. It has effectively monitored the use of the funds in the provision of more than 87 million meals, more than 4 million nights of shelter,

and the payment of more than 350,000 rent, mortgage or utility bills to prevent families from losing their homes.

**11. State and Local Preparedness and Mitigation Capability. In collaboration with federal and local governments, states establish clearly defined and mutually agreed-upon strategic goals and priorities for their Emergency Management Performance Grant (EMPG) agreements. (MP.1.1)**

The EMPG provides federal assistance for the maintenance and improvement of state and local emergency management departments and agencies. The primary responsibility of these state and local organizations is to respond and coordinate the operations of all emergency services in disasters and major emergencies caused by any hazard. When not involved in emergency operations, emergency management departments and agencies carry out programs of systems development—maintaining and improving facilities and equipment, planning, training, and exercising—so that everything possible is being done to mitigate hazards and to be prepared for future disasters. The EMPG, which is now under the management of FEMA’s Office of National Preparedness, features very detailed plans of work. All recipients develop strategic goals, priorities, and performance measures.

Due to greatly expanded responsibility for capabilities of both emergency management agencies and other first responder organizations, FEMA has elevated performance measurement and the development of baselines to the status of a major program initiative. In coordination with the National Emergency Management Association and the International Association of Emergency Managers, FEMA is sponsoring the Emergency Management Accreditation Program (EMAP) a key element of which will be to conduct baseline assessments of all state and territorial emergency management programs. In future years, support for state and local emergency management agencies through the EMPG will remain critically important, serving as a keystone in the larger structure of FEMA’s support for the development of a broad range of first responder, emergency services capabilities.

Emergency Food and Shelter Accomplishments			
FY	Meals & Food Provided	Shelter Nights Provided	Rent, Mortgage, Utility Bills Paid
1998	85 million plus	3.9 million	300 thousand
1999	80 million plus	3.3 million	287 thousand
2000	76 million plus	3.5 million	238 thousand
2001	85 million plus	5.0 million	400 thousand
2002	87 million plus	4.0 million	350 thousand

Data Source: The Emergency Food and Shelter National Board Database